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Message Text

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ACTION ARA-20

INFO OCT-01 EUR-25 ISO-00 CIAE-00 DODE-00 PM-07 H-03

INR-10 L-03 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01 SPC-03

SS-15 USIA-15 ACDA-19 IO-15 OMB-01 TRSE-00 AID-20

IGA-02 DRC-01 /175 W
---------- 095401
R 281839Z SEP 73
FM AMEMBASSY NASSAU
TO SECSTATE WASHDC 4683
INFO AMEMBASSY LONDON
CINCLANT NORVA

C O N F I D E N T I A L NASSAU 1409

E. O. 11652: GDS
TAGS: MARR US BF
SUBJ: NEXT PHASE OF FACILITIES TALKS - BRITISH VIEWS

REF: NASSAU 1331

1. UK HICOMER TREADWELL CALLED ON AMBASSADOR UNDER INSTRUC-
TIONS SEPTEMBER 28. NOTING HE HAD REPORTED TO LONDON AFTER
AMBASSADOR'S BRIEFING (REFTEL), TREADWELL SAID LONDON HAD,
IN REACTING, MADE THREE POINTS:

A. THEY PROPOSED SENDING TEAM FROM LONDON NOW TO REVIEW WITH
TREADWELL "STEERING BRIEF" ON UK POSITION FOR SUBSTANCE OF
NEXT PHASE OF TALKS, AND TO MEET WITH BOTH TREADWELL AND AMB-
ASSADOR TO REVIEW THE "FORWARD PROGRESS" OF NEGOTIATIONS;

B. THEY THOUGHT NEGOTIATION ON THE QUID SHOULD BE TRILATERAL;

C. THEY THOUGHT THAT, AFTER BILATERAL AGREEMENT IN PRINCIPLE
WAS REACHED WITH EXTAFFMIN ADDERLEY ON THE AMBASSADOR-HICOMER
LEVEL, A FURTHER TRILATERAL SHOULD BE HELD AT THE "OFFICIAL"
(RODNEY BAIN) LEVEL BEFORE ANYTHING WAS SUBMITTED TO UK
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2. ON POINT A, AMBASSADOR SAID THAT AS FAR AS HE WAS CONCERNED HE WAS PREPARED TO MEET WITH A TEAM FROM LONDON TO REVIEW "PROGRESS", BUT WAS NOT SURE HE SAW THE REASON FOR SUCH A MEETING, SINCE HE COULD NOT SAY MORE THAN WHAT HE HAD TOLD TREADWELL ON SEPTEMBER 18, AT LEAST BEFORE HE HAD THOROUGHLY REVIEWED SURVEY TEAM REPORT AND DETERMINED EFFECT ITS CONTENTS ON OUR FUTURE TACTICS. AMBASSADOR REEMPHASIZED THAT WE WANTED CLOSEST POSSIBLE CONTACT BETWEEN TREADWELL AND HIMSELF ON ALL PHASES OF THE TALKS. TREADWELL AGREED PERSONALLY THAT HE FAILED TO SEE THE NECESSITY FOR THIS PROPOSAL.

3. ON POINT B, AMBASSADOR SAID HE WAS CONCERNED AT APPARENT BRITISH RELUCTANCE TO MOVE OUT OF TRILATERAL PHASE AND RESTATED ARGUMENTS GIVEN REFTEL AND STATE 178786. TREADWELL AGREED THAT HE PERSONALLY PREFERRED COORDINATED BILATERALS AT THE EXTAFFMIN-AMBASSADOR-HICOMER LEVEL, BUT THAT LONDON SEEMED NOT TO. TREADWELL SAID THAT LONDON SEEMED NOT TO HAVE PROBLEMS WITH THE PROSPECT OF BILATERALS ON OPERATING RIGHTS AND SOFA, BUT APPARENTLY WANTS TO CONTINUE TRILATERALS ON THE QUID. THE AMBASSADOR SAID THAT CLEARLY WE SHOULD TRY TO ENSURE THAT OUR BILATERAL QUIDS REINFORCE EACH OTHER, BUT THAT FOLLOWING FORMAL TRILATEAL FORMAT WAS NOT IN HIS JUDGMENT THE BEST WAY TO REACH A MUTUALLY SATISFACTORY OUTCOME OF THE TALKS. HE EMPHASIZED THAT THE NECESSITY FOR COORDINATION WAS RECOGNIZED, BUT THAT IT SHOULD OCCUR INFORMALLY ON THE AMBASSADOR-HICOMER LEVEL IN ADVANCE OF AND IN WAKE OF BILATERAL MEETINGS.

4. AMBASSADOR SAID THAT POINT C SEEMED TO HIM TO BE A "BACKWARD APPROACH". HE THOUGHT MOST DESIRABLE A SITUATION IN WHICH AGREEMENTS WERE REACHED VIA ADDERLEY-AMBASSADOR-HICOMER LEVEL TALKS, THEN REFERRED TO CAPITALS FOR FINAL AUTHORITY TO SIGN WHICH WOULD PRESUMABLY BE FORTHCOMING RAPIDLY SINCE US AND UK POSITIONS WOULD HAVE BEEN TAKEN UNDER INSTRUCTIONS FROM CAPITALS. RATIONALE FOR PROPOSAL TO ADD AN INTERMEDIARY STEP OF FORMAL TRILATERALS ON THE RODNEY BAIN LEVEL, I.E. ONE LEVEL BELOW ADDERLEY, AFTER AGREEMENT AT HIGHER LEVEL BUT BEFORE SUBMISSION TO CAPITALS, WAS HARD TO FATHOM. TREADWELL SAID HE DIDN'T UNDERSTAND IT EITHER.
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5. TREADWELL SAID THAT HE WOULD REPORT THE AMBASSADOR'S REACTIONS TO LONDON. HE ASKED WHETHER THE AMBASSADOR'S VIEWS REFLECTED THOSE OF WASHINGTON. THE AMBASSADOR SAID HIS COMMENTS WERE PERSONAL, HE WOULD OF COURSE REPORT UK SUGGESTIONS TO WASHINGTON BUT BELIEVED HIS REACTIONS REFLECTED WASHINGTON POINT OF VIEW.

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6. COMMENT: THE AMBASSADOR WAS CAREFUL TO EMPHASIZE THAT OUR PREFERENCE FOR MOVING TO A BILATERAL PHASE WAS BASED ON CONSIDERATIONS OF EASE IN REACHING AGREEMENT AND AVOIDING THE WHEEL-SPINNING THAT HAD OCCURED PREVIOUSLY AT THE RODNEY BAIN LEVEL, AND THAT WE DID NOT BASE OUR PREFERENCE ON A FEELING THAT WE COULD REACH A BETTER AGREEMENT WITHOUT THE BRITISH. TREADWELL SEEMED TO GRASP THIS WELL AND AGREED WITH THE AMBASSADOR'S VIEW OF ALL THREE POINTS. WE WOULD APPRECIATE ANY COMMENTS AMEMBASSY LONDON HAS RE FCO-MOD MOTIVES AND CONCERNS WHICH MAY UNDERLIE THEIR APPROACH. DEPARTMENT MAY FEEL IT USEFUL TO TELL BRITISH OR AUTHORIZE EMBASSY TO DO SO THAT AT SOME STAGE AN INFORMAL TRILATERAL SESSION ON THE QUID AMONG ADDERLEY, AMBASSADOR AND HICOMER MIGHT BE USEFUL, BUT THAT THIS SHOULD BE PLAYED BY EAR RATHER THAN APPROACHED AS A NECESSARY ELEMENT.
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